

House of Representatives

General Assembly

File No. 432

January Session, 2001

Substitute House Bill No. 6687

House of Representatives, April 24, 2001

The Committee on Environment reported through REP. STRATTON of the 17th Dist., Chairperson of the Committee on the part of the House, that the substitute bill ought to pass.

AN ACT CONCERNING REDUCTION OF MERCURY IN THE ENVIRONMENT.

Be it enacted by the Senate and House of Representatives in General Assembly convened:

- 1 Section 1. (NEW) The General Assembly finds that mercury is a
- 2 persistent and toxic pollutant that bioaccumulates in the environment,
- 3 and that in order to create and maintain a healthful environment and
- 4 protect public health, the virtual elimination of the discharge of
- 5 anthropogenic mercury should be pursued.
- 6 Sec. 2. (NEW) As used in sections 1 to 18, inclusive, of this act:
- 7 (1) "Mercury" means elemental mercury and mercury compounds;
- 8 (2) "Mercury-added product" means a product, commodity,
- 9 chemical or component of a product that contains mercury that is
- 10 intentionally added to the product, commodity, chemical or
- 11 component for any reason. "Mercury-added product" includes, but is
- 12 not limited to, formulated mercury-added products and fabricated

mercury-added products. "Mercury-added product" does not include any packaging component, as defined in subdivision (3) of section 22a-

15 255h of the general statutes;

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- 16 (3) "Formulated mercury-added product" means a mercury-added 17 product that is sold as a consistent mixture of chemicals, including, but 18 not limited to, laboratory chemicals, materials used for cleaning, maintenance or disinfection, cosmetics, pharmaceuticals, coating 19 20 materials, acids, alkalites, bleach or sodium hypochlorite, 21 pharmaceutical products, stains, reagents, preservatives, fixatives, 22 buffers and dyes;
 - (4) "Fabricated mercury-added product" means a mercury-added product that consists of a combination of individual components that combine to make a single unit, including, but not limited to, mercury-added measuring devices, lamps and switches;
 - (5) "Mercury fever thermometer" means a mercury-added product that is used for measuring body temperature, excluding a digital thermometer that includes a button cell battery containing mercury;
 - (6) "Mercury-added novelty" means a mercury-added product intended mainly for personal or household enjoyment or adornment, including, but not limited to, products intended for use as practical jokes, figurines, adornments, toys, games, cards, ornaments, yard statues and figures, candles, jewelry, holiday decorations or footwear or other items of apparel. A product is not a "mercury-added novelty" solely on the basis that it includes a removable button cell battery containing mercury;
 - (7) "Manufacturer" means any person, that (A) produces a mercury-added product, or (B) serves as an importer or domestic distributor of a mercury-added product produced outside the United States. In the case of a multi-component product, "manufacturer" means the last manufacturer to produce or assemble the product, unless the multi-

43 component mercury-added product is produced outside the United

- States, in which case "manufacturer" means the importer or domestic
- 45 distributor;

- (8) "Person" means any individual, organization, partnership, joint venture, association, firm, limited liability company, corporation or other entity, and includes a municipality, the federal government, the state or any instrumentality of the state, or other governmental entity and any officer or governing or managing body of any partnership, association, firm or corporation or any member or manager of a limited liability company;
- (9) "School" means a public school, as defined in section 10-183b of the general statutes or a private elementary or secondary school, attendance at which meets the requirements of section 10-184 of the general statutes excluding state vocational schools;
- (10) "Vehicle" means any device capable of being moved upon a public highway and any device in, upon or by which any person or property is or may be transported or drawn upon a public highway, but does not include devices moved by human or animal power or used exclusively upon stationary rails or tracks;
- 62 (11) "Scrap metal" means used or discarded items that consist 63 predominantly of ferrous metals, aluminum, brass, copper, lead, 64 chromium, tin, nickel or alloys;
 - (12) "Solid waste" means unwanted or discarded solid, liquid, semisolid or contained gaseous material, including, but not limited to, demolition debris, material burned or otherwise processed at a resources recovery facility or incinerator, material processed at a recycling facility and sludges or other residue from a water pollution abatement facility, water supply treatment plant or air pollution control facility;

72 (13) "Commissioner" means the Commissioner of Environmental 73 Protection;

- 74 (14) "Department" means the Department of Environmental 75 Protection;
 - (15) "Pollution abatement facility" means any equipment, plant, treatment works, structure, machinery, apparatus or land or any combination thereof, acquired, used, constructed or operated for the storage, collection, reduction, recycling, reclamation, disposal, separation or treatment of water or wastes, or for the final disposal of residues resulting from the treatment of water or wastes, including, but not limited to; pumping and ventilating stations, facilities, plants and works; outfall sewers, interceptor sewers and collector sewers; and other real or personal property and appurtenances incident to their use or operation;
 - (16) "Subsurface sewage disposal system" means a system consisting of a house or collection sewer, a septic tank followed by a leaching system, any necessary pumps or siphons and any groundwater control system on which the operation of the leaching system is dependent.
 - Sec. (NEW) The commissioner may participate in the establishment and implementation of a regional, multi-state clearinghouse to assist in carrying out the requirements set forth in sections 1 to 18, inclusive, of this act and to help coordinate reviews of the manufacturers' notifications regarding mercury-added products, applications for phase-out exemptions, collection system plans, disclosures of mercury content, applications for alternative labeling or notification systems or both, education and outreach activities, and any other functions related to sections 1 to 18, inclusive, of this act. The clearinghouse may also maintain a list of all products containing mercury, including mercury-added products, a file on all exemptions granted by the states including, but not limited to, the exemptions in section 7 of this act, notification requirements by manufacturers

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including, but not limited to, the notification requirements contained in section 4 of this act, and a file of manufacturers' reports on the effectiveness of their collection systems.

- Sec. 4. (NEW) (a) On and after January 1, 2002, no person shall offer any mercury-added product for sale or use by any means, including ecommerce, or distribute for promotional purposes in the state unless manufacturer gives prior notification in writing to the commissioner as provided in this section. Such notification, in a form prescribed by the commissioner, shall at a minimum include (1) a brief description of the product or category of products to be offered for sale or use or distributed; (2) an identification of each product by its mercury content in one of the following ranges: Less than zero to five milligrams, greater than five milligrams to ten milligrams, greater than ten milligrams to fifty milligrams, greater than fifty milligrams to one hundred milligrams, greater than one hundred milligrams to one thousand milligrams and greater than one thousand milligrams; (3) an identification of the purpose for mercury in each component of the product; and (4) the name and address of the manufacturer and the name, address and phone number of a contact person at the manufacturer. The manufacturer shall revise the information in the notification whenever there is significant change in the information or when requested by the commissioner.
- (b) With the approval of the commissioner, the manufacturer may supply the information required in subdivisions (1) to (4), inclusive, of subsection (a) of this section for a product category rather than an individual product.
- (c) Public disclosure of confidential business information submitted to the commissioner pursuant to this section shall be governed by the provisions of chapter 14 of the general statutes. Notwithstanding the provisions of said chapter 14, the commissioner may provide the interstate clearinghouse with copies of such information and the

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commissioner and the interstate clearinghouse may compile or publish analyses or summaries of such information, provided the analyses or summaries do not identify any manufacturer or reveal any confidential information.

- Sec. 5. (NEW) (a) Notwithstanding the provisions of section 6 of this act, on and after July 1, 2002, no person shall offer for sale or use by any means, including e-commerce, or distribute for promotional purposes in the state any mercury-added novelty. A manufacturer that produces or sells mercury-added novelties shall notify retailers that sell mercury-added novelties about such product ban and inform such retailers of how to dispose of the remaining inventory in accordance with chapter 445 of the general statutes.
- (b) Notwithstanding the provisions of section 6 of this act, on and after January 1, 2002, no person shall offer for sale or use by any means, including e-commerce, or distribute for promotional purposes mercury fever thermometers except by prescription written by a physician. A manufacturer of mercury fever thermometers shall provide the buyer or the recipient with notice of mercury content, instructions on proper disposal and instructions that clearly describe how to carefully handle the thermometer to avoid breakage and instructions on proper cleanup should a breakage occur.
- (c) On and after July 1, 2002, no school shall use or purchase for use or maintain inventories of bulk elemental mercury or mercury compounds. A manufacturer that produces, sells or distributes such materials shall notify schools about the provisions of this subsection in accordance with chapter 445 of the general statutes and instruct schools how to dispose of the remaining inventory properly. This subsection does not apply to mercury-added products other than bulk elemental mercury compounds. The Commissioner of Environmental Protection, in consultation with the Commissioner of Education, shall examine the feasibility of implementing a program for the collection of

bulk elemental mercury or mercury compounds at schools, and shall implement such a program within available appropriations.

- (d) The provisions of this section shall not apply to a vocational dental education or training school, except that on and after July 1, 2002, no vocational dental education or training school shall use mercury amalgam unless such school has developed and implemented a plan approved by the commissioner that assures best management practices are used to prevent discharge of mercury into the waters of the state, any pollution abatement facility or subsurface sewage disposal system, and to properly handle and recycle or dispose of waste elemental mercury and amalgam. Such plan shall provide for an education program for students regarding the hazards of mercury and best management practices.
- (e) Notwithstanding the provisions of section 6 of this act, on and after July 1, 2002, no person shall offer for sale or use by any means, including e-commerce, or distribute for promotional purposes mercury dairy manometers. A manufacturer that produce or sell mercury dairy manometers shall notify retailers about the provisions of this subsection and how to dispose of the remaining inventory properly in accordance with chapter 445 of the general statutes. The Commissioner of Environmental Protection, in consultation with the Commissioner of Agriculture, shall examine the feasibility of implementing a collection and replacement program for dairy manometers, and shall implement such a program within available appropriations.
- Sec. 6. (NEW) (a) Except as provided in section 7 of this act, no person shall offer for sale or use by any means, including e-commerce, or distribute for promotional purposes any mercury-added product if: (1) After July 1, 2003, the mercury content of the product exceeds one gram in the case of fabricated mercury-added products or two hundred fifty parts per million in the case of formulated mercury-added products; (2) on and after July 1, 2005, the mercury content of

the product exceeds one hundred milligrams in the case of fabricated mercury-added products or fifty parts per million in the case of formulated mercury-added products; and (3) after July 1, 2007, the mercury content of the product exceeds ten milligrams in the case of fabricated mercury-added products or ten parts per million in the case of formulated mercury-added products.

- (b) In the case of a product that contains one or more mercury-added products as a component, the phase-out limits specified in subsection (a) of this section apply to each component part or parts and not to the entire product.
- (c) For a product that contains more than one mercury-added products as a component, the phase-out limits specified in subsection (a) of this section apply to each component and not the sum of the mercury and all the components.
- Sec. 7. (NEW) (a) On or before June 30, 2008, fluorescent lamps are exempt from the provisions of subsection (a) of section 6 of this act. On and after July 1, 2009, no person shall offer for sale or use by any means, including e-commerce, or distribute for promotional purposes, fluorescent lamps if the mercury content of the fluorescent lamps (1) exceeds ten milligrams, or (2) does not comply with the exemption requirements pursuant to subsection (a) of section 6 of this act.
- (b) The commissioner shall exempt a mercury-added product from the limits on total mercury content set forth in subsection (a) of section 6 of this act if the level of mercury or mercury compounds contained in the product are necessary to comply with federal or state health or safety requirements. In order to obtain an exemption under this subsection, the manufacturer shall provide the commissioner with justification for the claim of such exemption.
- (c) (1) A manufacturer of a mercury-added product or category of products may apply to the commissioner for an exemption for no more

than two years from the limits on total mercury content set forth in subsection (a) of section 6 of this act. The manufacturer shall apply for such an exemption (A) no later than one year before the effective date of the limit for which the exemption is being requested in the case of an existing product or category of products, or (B) prior to the sale or use by any means, including e-commerce, or distribution in the case of promotional purposes of a new product or category of products.

- (2) An application for an exemption shall (A) document the basis for the requested exemption or renewal of exemption, (B) describe how the manufacturer will ensure that a system exists for the proper collection, transportation and processing of the product or products at the end of their useful life, and (C) document the capability of all parties that are necessary to such system to perform as intended in such system.
- (3) The commissioner may grant, with modifications or conditions, an exemption for a product or category of products upon finding (A) that a system exists for the proper collection, transportation and processing of the mercury-added product, including, but not limited to, a system for the direct return of a waste product to the manufacturer or a collection and recycling system that is supported by an industry or trade group, or other similar private or public sector efforts; and (B) that each of the following criteria is met: (i) Use of the product is beneficial to the environment or protective of public health or protective of public safety; (ii) there is no technically feasible alternative to use of mercury in the product; (iii) there is no comparable product, other than a mercury-added product, available at reasonable cost; and (iv) with respect to a renewal of an exemption, reasonable efforts have been made to remove mercury from the product.
- (4) Prior to issuing an exemption, the commissioner may consult with states and provinces and regional governmental organizations to

257 promote consistency in the implementation of this section.

(5) The commissioner may renew, for a period of no longer than two years, an exemption one or more times if (A) the manufacturer applies for the renewal, and (B) the commissioner finds that the manufacturer meets the requirements for such exemption as provided in this section and that the manufacturer has complied with all the conditions of the original approval.

- Sec. 8. (NEW) (a) On and after July 1, 2003, no person shall offer for sale or use by any means, including e-commerce, or distribute for promotional purposes any mercury-added product unless both the product and its packaging are labeled in accordance with this section, any regulations adopted pursuant to this section or the terms of any approved alternative labeling or notification granted under subsection (h) of this section. A retailer shall not be found in violation of this subsection if the retailer lacked knowledge that the product contained mercury.
- (b) If a mercury-added product is a component of another product, the product containing the component and the component shall both be labeled as provided in this section. The label on a product containing a mercury-added component shall identify the component with sufficient detail so that the component may be readily located for removal.
- (c) All labels shall be clearly visible prior to sale and shall inform the purchaser, using words or symbols, that mercury is present in the product and that the product should not be disposed of or placed in a waste stream destined for disposal until the mercury is removed and reused, recycled or otherwise managed to ensure that the mercury in the product does not become mixed with other solid waste or discharge to the waters of the state or is not disposed of in a pollution abatement facility or subsurface sewage disposal system.

(d) Labels affixed to the product shall be constructed of materials that are sufficiently durable to remain legible for the useful life of the product.

- (e) On and after July 1, 2003, any person offering a mercury-added product for sale or use by any means, including e-commerce, or distributing such product for promotional purposes shall clearly advise in writing the purchaser or recipient prior to the time of sale, use or distribution that the product contains mercury. This requirement applies to all transactions in which the purchaser or recipient is unable to view the labels on the package or the product prior to purchase or receipt, including, but not limited to, catalog, telephone and e-commerce transactions.
- (f) The manufacturer of a product shall be responsible for product and package labels required under this section, unless the wholesaler or retailer agrees in writing to accept the responsibility of implementing an alternative to the labeling requirements of this section approved under subsection (h) of this section.
- (g) (1) Manufacturers shall meet all the requirements of this section for large appliances, including, but not limited to, washers, dryers, ovens, including microwave ovens, refrigerators, freezers, trash compactors, air conditioners, dehumidifiers or portable heaters sold in a store where such appliance is on display, except that no package labeling is required; (2) manufacturers shall meet all the requirements of this section for mercury fever thermometers, except that no product labeling is required; (3) in the case of vehicles, (A) manufacturers shall meet the product labeling requirements of this section for vehicles by placing a label on the door of the vehicles that lists the mercury-added components that may be present in the vehicle, and (B) manufacturers need not label the mercury-added components of the vehicle; (4) manufacturers of button cell batteries containing mercury shall be exempt from this section; (5) in the case of products that contain button

cell batteries containing mercury as the only mercury components, manufacturers of such products shall be exempt from this section; (6) manufacturers of nonprescription drug products that are regulated by the federal Food and Drug Administration shall be exempt from this section; and (7) manufacturers of dental amalgam shall follow the best management practices guidelines for manufacturers developed by the commissioner pursuant to section 14 of this act.

- (h) (1) A manufacturer may apply to the Commissioner of Environmental Protection for an alternative to the requirements of subsections (a) to (g), inclusive, of this section if: (A) Compliance with the requirements is not feasible, or (B) the proposed alternative would be at least as effective in providing presale notification of mercury content and in providing instructions on proper disposal.
- (2) Applications for an alternative to the requirements of subsections (a) to (g), inclusive, of this section shall: (A) Document the justification for the requested alternative; (B) describe how the alternative ensures that purchasers or recipients of mercury-added products are made aware of mercury content prior to purchase or receipt; (C) describe how a person discarding the product will be made aware of the need for proper handling to ensure that it does not become solid waste or is not discharged to the waters of the state or is not disposed in a pollution abatement facility or subsurface sewage disposal system; (D) document the capability of all parties necessary to implement the proposed alternative; and (E) describe the performance measures to be utilized by the manufacturer to demonstrate that the alternative is providing effective presale notification and predisposal notification.
- (3) The commissioner may approve, deny, modify or condition a request for an alternative to the requirements of subsections (a) to (g), inclusive, of this section. An approval shall be for a period of no more than two years and may, upon continued eligibility under the criteria

of this section and compliance with the conditions of its prior approval, be renewed. Requests for renewals shall be submitted ninety days before the expiration of the approval. Prior to approving an alternative, the commissioner shall consult with states, provinces and regional government organizations to insure that the manufacturer's labeling requirements are not in conflict with those of other jurisdictions in the region. The commissioner may revoke an approval for cause.

- Sec. 9. (NEW) (a) On and after July 1, 2003, no person shall knowingly (1) dispose of a mercury-added product or a mercury-added component in a manner other than by recycling or disposal in accordance with the provisions of chapter 446d or 446k of the general statutes or Subtitle C of the Resource Conservation and Recovery Act of 1976, 42 USC 6901 et seq., as amended, or (2) discharge mercury to the waters of the state, a pollution abatement facility or subsurface sewage disposal system, unless such discharge is in compliance with all local, state and federal applicable requirements.
- (b) Each permittee of a solid waste facility shall (1) post signs at the facility providing notice of the prohibition of the disposal and incineration of mercury-added products; (2) provide written notification either in contractual agreements or to the municipalities serviced by the facility on a frequency determined by the commissioner of the prohibition on the disposal and incineration of mercury-added products; and (3) implement a plan approved by the commissioner for periodically monitoring incoming wastes to detect the presence of mercury-added products at the facility. A solid waste facility shall not be considered in violation of this act if it unknowingly receives a mercury-added product or mercury-added component.
- (c) Solid waste disposal facilities, scrap metal processors or businesses that accept appliances or vehicles for disposal, reclamation or recycling shall remove mercury-added components, except for

lamps used for back lighting and displays, prior to crushing, shredding or processing for disposal or reuse.

- (d) A formulated mercury-added product that is a cosmetic or pharmaceutical product subject to the requirements imposed by the federal Food and Drug Administration is exempt from the provisions of this section.
- Sec. 10. (NEW) (a) On and after two years after the date that the commissioner adopts a universal waste rule in accordance with the Resource Conservation and Recovery Act of 1976, 42 USC 6901, et seq., as amended, no person shall offer any mercury-added product for sale or use by any means, including e-commerce, or distribute for promotional purposes unless the manufacturer either on its own or in concert with other persons has a plan approved by the commissioner for a collection system for such products. If a mercury-added product is a component of another product, the collection system shall provide for removal and collection of the mercury-added component or collection of both the mercury-added component and the product containing it.
 - (b) The collection system shall include (1) a public education program to inform the public about the purpose of the collection program and how to participate in it; (2) capture rate targets for the mercury-added product or component; (3) a plan for implementing and financing the collection system; (4) documentation of the willingness of all parties to the system to implement the proposed collection system; (5) a description of the performance measures to be utilized and reported by the manufacturer to demonstrate that the collection system is meeting capture rate targets and other measures of program effectiveness as required by the commissioner; (6) a description of additional or alternative actions that will be implemented to improve the collection system and its operation in the event that the capture rate targets are not met; and (7) a recycling or

- 411 disposal plan.
- 412 (c) The commissioner shall encourage a manufacturer, in
- 413 developing a collection system plan, to utilize or expand existing
- 414 collection and recycling infrastructure where feasible and cost-
- 415 effective. In the event the manufacturer decides not to utilize existing
- 416 local collection and recycling infrastructure, the manufacturer shall
- 417 include in its collection system plan the reasons for its decision to
- 418 establish a separate collection system.
- (d) Within one year of approval by the commissioner of the
- 420 collection system plan, the manufacturer or entity that submitted the
- 421 plan on behalf of the manufacturer shall complete the implementation
- 422 of such plan.
- 423 (e) Two years following the implementation of the collection system
- 424 plan required under this section and biennially thereafter, the
- 425 manufacturer or entity that submitted the plan on behalf of the
- 426 manufacturer shall submit a report to the commissioner on the
- 427 effectiveness of the collection system. The report shall include an
- 428 estimate of the amount of mercury that was collected, the capture rate
- for the mercury-added products or components, the results of the
- other performance measures included in the manufacturer's collection
- 431 system plan, and such other information as the commissioner may
- 432 require. The commissioner shall make such reports available to the
- 433 public.
- 434 (f) The cost for the collection system shall be borne by the
- 435 manufacturer of the mercury-added product.
- 436 (g) The commissioner shall review the state regulatory requirements
- 437 pursuant to chapter 446d or 446k of the general statutes governing
- 438 handling of waste from mercury-added products and, if necessary,
- may amend regulations as appropriate to facilitate collection.

440 (h) Formulated mercury-added products intended to be totally consumed in use, including, but not limited to, reagents, cosmetics, 442 pharmaceuticals and other laboratory chemicals, are exempt from the 443 provisions of this section.

- Sec. 11. (NEW) (a) On and after July 1, 2002, a manufacturer of formulated products that contain mercury-added products or mercury-added compounds, and are offered for sale or use by any means, including e-commerce, or distributed to a health care facility for promotional purposes shall provide the recipient health care facility a certificate of analysis documenting the range of mercury content of the product. Sampling and analytical techniques used in the analysis shall be capable of detecting mercury to limits of one part per billion or less.
- (b) The manufacturer shall develop and implement a plan to assure that the certificate of analysis accurately represents the mercury in a formulated product. Such plan shall, at a minimum, include an annual analysis of the formulated product.
- (c) The manufacturer, upon request of the commissioner, shall provide to the commissioner copies of certificates of analysis for the purposes of assessing compliance with this section.
- Sec. 12. (NEW) No person shall offer for sale or use by any means, including e-commerce, or distribute for promotional purposes or provide elemental mercury without providing a Material Safety Data Sheet, as defined in 42 USC 11049. On and after July 1, 2002, the seller, distributor or provider shall require the purchaser or recipient at the time of receipt of any elemental mercury to sign a statement that the purchaser or recipient (1) will use the mercury only for medical, dental amalgam dispose-caps, research or manufacturing purposes; (2) understands that mercury is toxic and that the purchaser will store and use it appropriately so that no person is exposed to the mercury; and (3) will not place or allow anyone under the control of the purchaser or

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471 recipient to cause the mercury to become solid waste or be discharged

- into waters of the state or be disposed of in a pollution abatement
- 473 facility or subsurface sewage disposal system.
- Sec. 13. (NEW) Mercury-added products with a code or date of
- 475 manufacture indicating they were manufactured prior to July 1, 2001,
- 476 or mercury-added products for which the manufacturer provides
- 477 documentation that the product was manufactured prior to July 1,
- 478 2001, are exempt from sections 6 to 8, inclusive, of this act and sections
- 479 10 and 12 of this act.
- Sec. 14. (NEW) (a) The commissioner, in consultation with other
- 481 state agencies, may implement a comprehensive program for public
- 482 education, outreach and assistance for manufacturers, households,
- 483 waste generators, local and regional solid waste management agencies,
- 484 businesses, health care facilities, scrap metal processors, recyclers,
- dismantlers, institutions, schools and other interested groups. This
- 486 public education, outreach and assistance program may focus on the
- 487 hazards of mercury; the requirements and obligations of individuals,
- 488 manufacturers and agencies under this act and voluntary efforts that
- 489 individuals, institutions and businesses can undertake to help further
- 490 reduce mercury in the environment. The commissioner, in conjunction
- 491 with manufacturers of mercury-added products and other affected
- 492 businesses, may promote the development and implementation of
- 493 such public education and technical assistance programs.
- 494 (b) The commissioner may cooperate with other states and
- 495 provinces and regional organizations in developing public education,
- 496 outreach and assistance programs.
- 497 (c) The commissioner may develop an awards program to recognize
- 498 the accomplishments of manufacturers, municipalities, waste
- 499 management facilities, waste recycling facilities, household hazardous
- waste collection facilities, citizens or others who exceed the minimum
- requirements pursuant to sections 4 to 13, inclusive, of this act, and

502 excel at reducing or eliminating mercury in air emissions or releases.

- (d) The commissioner shall prepare and publish guidelines for best management practices for dental offices and laboratories. Such guidelines shall not be considered "regulations" as defined in section 4-166 of the general statutes.
- Sec. 15. (NEW) (a) No later than July 1, 2002, the Department of Administrative Services shall revise its policies, rules and procedures to give priority and preference to the purchase of equipment, supplies and other products that contain no mercury-added compounds or components, unless there is no economically feasible alternative product, other than a mercury-added product that performs a similar function or produces a product of comparable quality. In circumstances where a product other than a mercury-added product is not available, preference shall be given to the purchase of products that contain the least amount of mercury added to the product necessary for the required performance.
 - (b) The Commissioner of Administrative Services may give a price preference of up to ten per cent for products that contain no mercury or less mercury for all state purchases, including purchases made by other state agencies with state funds. Energy efficient lamps for lighting purposes shall be purchased in preference to other less efficient lighting options. To the maximum extent possible, purchases shall be restricted to lamps that contain the lowest total mercury content per lumen hour available. The state shall, to the maximum extent feasible, recycle spent lamps.
 - (c) The Commissioner of Administrative Services shall specify products other than mercury-added products or reduced mercury-added products, as applicable, in procurement bid documents.
 - (d) State contracts for employee dental insurance negotiated after the effective date of this section shall provide equal coverage for

fillings other than mercury-added fillings and mercury amalgam fillings at no additional expense to the state employee.

Sec. 16. (NEW) The commissioner shall, in consultation with the Conference of the New England Governors/Eastern Canadian Premiers Environment Committee, review the effectiveness of sections 1 to 18, inclusive, of this act, no later than four years after the effective date of this act and shall provide a report based upon such review to the Governor and the General Assembly. The report shall review the effectiveness of the programs required under sections 1 to 18, inclusive, of this act, and may contain recommendations for improving them. As part of this review, the commissioner shall evaluate the effectiveness of the collection systems established in section 10 of this act, and determine whether additional state authority or targeted capture rates are needed to improve such systems. The commissioner shall evaluate the need for additional incentives for manufacturers of mercury-added products that are below ten milligrams to reduce the amount of mercury in such products.

Sec. 17. (NEW) Prior to the issuance of any exemptions as provided in section 7 of this act or approval of alternative labeling requirements, as provided in section 8 of this act, the manufacturer shall provide public notice of a request for an exemption on a form supplied by the commissioner in accordance with this section, publish notice of such request in a newspaper having a general circulation in the affected area and send the commissioner a certified copy of such notice as it appeared in said newspaper and the commissioner shall provide an opportunity for comment not less than thirty days from such issuance or approval.

Sec. 18. (NEW) The commissioner may adopt regulations, in accordance with chapter 54 of the general statutes, to implement the provisions of sections 1 to 17, inclusive, of this act, and to establish fees that manufacturers shall pay that are sufficient to cover the costs of

administering the provisions of sections 1 to 17, inclusive, of this act, and to implement the provisions of said sections 1 to 17, inclusive.

Sec. 19. This act shall take effect July 1, 2001.

Statement of Legislative Commissioners:

Language was deleted as unnecessary and language was reworded for consistency.

ENV Joint Favorable Subst.

The following fiscal impact statement and bill analysis are prepared for the benefit of members of the General Assembly, solely for the purpose of information, summarization, and explanation, and do not represent the intent of the General Assembly or either House thereof for any purpose:

OFA Fiscal Note

State Impact: See Explanation Below

Affected Agencies: Departments of Environmental Protection,

Administrative Services and Education

Municipal Impact: Cost, STATE MANDATE

Explanation

State and Municipal Impact:

Additional new activities will be required of the Department of Environmental Protection (DEP) due to the passage of the bill. Ongoing administrative costs, starting in FY 03 for processing notifications, processing exemptions and renewals from phase-out requirements from manufacturers, requests for alternative labeling requirements, and the review of collection system plans are anticipated to cost approximately \$15,000 - \$25,000 or divert ¼ to ½ of a technician from current duties. In addition, there would be one-time costs of approximately \$10,000 or staff diverted from current duties for approximately 2 to 3 months for studies and plan review/approvals. The studies, including one on school collection of mercury, with the Department of Education, and one on dairy manometers with the Department of Agriculture, (DEP already has information), are not anticipated to be time consuming.

Additional costs would be incurred for public education and

outreach activities by the DEP concerning mercury reduction. A minimal program could be accomplished at a cost of approximately \$25,000. Additional activities would increase costs. The DEP has already developed a Best Management Practices for dental offices.

It is anticipated that the establishment of the Multi-Interstate Clearinghouse would reduce the operating costs of the DEP when additional states participate in the program.

It is anticipated that the DEP would need to divert resources of ¼ man-year or would require \$25,000 to \$50,000 in additional funds to amend regulations on the handling of mercury wastes. Since this provision is discretionary, it is anticipated that the additional work would only be undertaken when resources permit.

This bill results in potential costs to the Department of Administrative Services (DAS) that cannot be determined at this time. The bill requires the DAS to revise its purchasing policies to minimize the amount of mercury contained in products bought by the state. It allows the DAS to give a price preference of up to 10% for low mercury products. At this time the DAS does not have a listing of the products bought by the state that contain mercury, and therefore does not have an indication of the cost of mercury-free to reduced mercury alternatives. The department already has established and operates an Environmentally Preferable Purchasing program, and this unit would develop contracts to minimize mercury in the purchase of state products. The department would utilize the multiple criteria purchasing process for the purchase of such products.

The bill mandates that local and regional school districts shall not use or purchase for use or maintain inventories of bulk elemental mercury or mercury compounds on and after July 1, 2002. The disposal of inventories of mercury will result in an indeterminate cost to local and regional school districts. The cost is indeterminate as the number of districts that currently maintain inventories are unknown.

The DEP estimates that disposal costs would be less than \$1,500 a school. There are a thousand schools in the state. These costs may be offset by any state funds that could be available through the DEP, however, no such funds are currently contained in such department, therefore all costs would be borne by local and regional school districts.

OLR Bill Analysis

sHB 6687

AN ACT CONCERNING MERCURY EDUCATION AND REDUCTION.

SUMMARY:

In this bill, the legislature finds that mercury is a persistent and toxic pollutant that accumulates through biological processes in the environment and that discharges of manmade mercury should be virtually eliminated to create and maintain a healthy environment and protect public health.

The bill establishes a comprehensive regime governing the sales, use, and disposal of a wide range of products that contain mercury. While much of the bill applies to manufacturers, other provisions apply broadly to individuals, companies, municipalities, state agencies, and other governmental entities.

The bill requires manufacturers to notify the Department of Environmental Protection (DEP) commissioner of their products' mercury content and imposes other notice requirements. It restricts the sale and use of a wide range of mercury-added products, phasing down their maximum allowable mercury content. It has specific provisions regarding fluorescent lamps, thermometers, dental amalgam, and other products. It bars the use of elemental mercury in schools.

The bill requires mercury-added products and their packaging to be labeled as to their mercury content. It restricts the disposal of mercury-added products.

The bill requires manufacturers of mercury-added products to develop and implement plans for their collection and recycling and report to DEP on the system's effectiveness. These requirements do not apply to products such as cosmetics, pharmaceuticals, reagents, and other laboratory chemicals meant to be totally consumed during use. The commissioner must review state regulations on the handling of

mercury wastes and may, if necessary, amend them to facilitate collection.

Mercury-added products manufactured before July 1, 2001 are exempt from the bill's sales restrictions, mercury content standards, labeling, collection, and disposal provisions.

The bill allows the DEP commissioner to implement an education, outreach and assistance program for households and affected parties. It allows the commissioner to participate in a regional clearinghouse to implement the bill. It requires him, in consultation with a regional organization, to review the bill's effectiveness and to report by July 1, 2005 to the governor and legislature.

The bill allows the commissioner to adopt regulations to implement the bill and establish fees for manufacturers that cover the costs of administering the program.

The bill requires the Department of Administrative Services (DAS) to revise its purchasing policies to minimize the amount of mercury contained in products bought by the state. It allows DAS to give a price preference of up to 10% for low-mercury products. It requires all state contracts for employee dental insurance negotiated after July 1, 2001 provide equal coverage for mercury-free fillings at no additional cost to the employee.

EFFECTIVE DATE: July 1, 2001

MANUFACTURERS' NOTICE TO DEP

Under the bill, starting January 1, 2002, manufacturers must provide information to DEP regarding their mercury-added products before offering them for sale or use or distributing them for promotional reasons. Manufacturers include importers and distributors of foreign-made products. Mercury-added products are products, product components, commodities, or chemicals to which mercury has been intentionally added other than packaging, which is covered by an existing law. With the commissioner's approval, a manufacturer can provide information regarding a product category rather than an individual product.

The notice must include:

1. the manufacturer's name and address and the name, address, and phone number of its contact person;

- 2. a brief description of the product or product line;
- 3. the purpose for mercury in each of the product's components; and
- 4. the product's mercury content.

The mercury content must be identified within the following ranges: less than 5 milligrams (thousandths of a gram); 5 to 10 milligrams; 10 to 50 milligrams, 50 to 100 milligrams; 100 to 1,000 milligrams; or more than 1,000 grams. The manufacturer must revise this information when there is a significant change or at DEP's request.

State law on trade secrets applies to public disclosure of information submitted to DEP under the bill. But, DEP may provide an interstate clearinghouse discussed below with this information. DEP and the clearinghouse may provide analyses or summaries of the protected information, so long as they do not identify any manufacturers or reveal confidential information.

OTHER NOTICE REQUIREMENTS

Starting July 1, 2002, manufacturers of formulated products that contain mercury-added products or components that are offered for sale, use, or distribution in health care facilities must provide the facilities with a certificate of analysis. Formulated products include such things as laboratory chemicals, cleaning materials, cosmetics, drugs, and a wide range of industrial products. The analysis must document the range of the product's mercury content. The techniques used in the analysis must be capable of detecting mercury in parts per billion. The manufacturer must implement a plan to assure that the certificate accurately reflect the product's mercury content, including at least an annual analysis of the product.

SALES RESTRICTIONS ON MERCURY-ADDED PRODUCTS-GENERAL PROVISIONS

Phase-Down of Allowable Mercury Content

Starting July 1, 2003, the bill bars anyone from offering for sale or use, or distributing for promotional purposes, mercury-added products with mercury contents above the levels specified by the bill. As of this date, the standard is one gram for fabricated products, such as lamps, switches, and measuring devices, and 250 parts per million (ppm) for formulated products. Starting July 1, 2005 the standard falls to 0.1 gram for fabricated products and 50 ppm for formulated products. Starting July 1, 2007, the standard falls to 0.01 grams for fabricated products and 10 ppm for formulated products. The standard applies separately to individual components.

Exemptions

The commissioner must exempt products from these limits if the level of mercury or its compounds is needed to comply with state or federal health or safety requirements. The manufacturer must provide the commissioner with the justification for such an exemption.

A manufacturer can seek an exemption for up to two years for a product or product category. For existing products and categories, the manufacturer must apply for an exemption at least one year before the relevant standard goes into effect. For new products and categories, the manufacturer must apply before selling or using the product or distributing it for promotional purposes.

The application must: (1) document the basis for the request; (2) describe how the manufacturer will ensure that there is a system for properly collecting, transporting, and processing the products at the end of their useful lives; and (3) document that the parties in such a system are capable of doing their jobs.

Before issuing an exemption, the manufacturer must provide a public notice of the request, publish a newspaper notice, and send the commissioner a copy of the notice. The commissioner must provide a comment period of at least 30 days.

The commissioner can grant an exemption for a product or product category if he finds: (1) a system exists for the proper collection and processing of the product, including specified components; (2) use of the product benefits the environment, protects public health, or protects public safety; (3) there is no technically feasible alternative to using mercury; and (4) there is no comparable mercury-free product available at a reasonable cost. The commissioner may consult with other states, Canadian provinces, and regional organizations before granting the exemption.

The commissioner may renew an exemption for up to two years, if the manufacturer applies and the commissioner finds that the it: (1) meets and has complied with all of the criteria for the original exemption and (2) has shown that it has made reasonable efforts to remove mercury from the product.

RESTRICTIONS ON SPECIFIC PRODUCTS

Fluorescent Lamps

The bill exempts fluorescent lamps from mercury limits until June 30, 2008. Starting July 1, 2009, lamps cannot be offered for sale or use or distributed for promotional purposes if their mercury content (1) exceeds 0.01 grams or (2) does not comply with the exemption requirements in section 6(a) of the bill (although this subsection does not address exemptions). Implicitly, the 0.01 gram standard goes into effect July 1, 2008.

Novelties

The bill bans anyone, as of July 1, 2002, from offering for sale or use, or distributing for promotional purposes, mercury-added novelties. These are products intended mainly for personal or household enjoyment or for adornment such as toys, games, ornaments, holiday decorations, apparel, jewelry, and figurines and yard statues. But the fact that a product contains a button battery does not in itself make it a novelty banned by the bill. Novelty manufacturers must notify retailers that sell their products of the ban and inform them how to properly dispose of their products.

Thermometers

The bill bans anyone, as of January 1, 2002, from offering for sale or use, or the distributing for promotional purposes, mercury fever thermometers, except under a doctor's prescription. Thermometer manufacturers must give the buyer or recipient a notice of the thermometer's mercury content, instructions on the safe handling of thermometers, and proper cleanup if a thermometer breaks.

Dental Amalgam

As of July 1, 2002, the bill allows a dental training program to use mercury amalgam only if it has developed and implemented a plan approved by the DEP commissioner. The plan must assure that best management practices are used to (1) prevent mercury discharges into the state's waters and sewage and septic systems and (2) that waste amalgam or mercury is properly handled and recycled or disposed of. The plan must provide for an educational program for students on mercury hazards and best management practices. The bill's apparent intent is to exempt dental education and training schools from its other provisions.

Elemental Mercury

Starting July 1, 2002, the bill bars public and certain private schools from using, buying, or maintaining bulk elemental mercury or mercury compounds. Their manufacturers must notify the schools about this provision and tell them how to properly dispose of their inventory. The DEP commissioner, in consultation with the education commissioner, must examine the feasibility of implementing a collection program for such products and implement it within available appropriations. The provisions do not apply to other mercury-added products.

The bill bars anyone from offering for sale, use, or promotional purposes elemental mercury without providing the Material Safety Data Sheet prescribed under federal law. Starting July 1, 2002, the seller, distributor, or provider must require the buyer to sign a statement that he: (1) will only use the mercury for medical, dental

amalgam, disposal cap, research, or manufacturing purposes; (2) understands that mercury is toxic and will store it safely; and (3) will not dispose of the mercury improperly.

Dairy Manometers

The bill bans, as of July 1, 2002, anyone from offering for sale or use, or the distributing for promotional purposes, mercury dairy manometers (devices that measure the pressure on milking lines). Manufacturers must notify retailers about the ban and how to properly dispose of the manometers. The DEP commissioner, in consultation with the agriculture commissioner, must examine the feasibility of implementing a collection and replacement program for these devices, and implement it within available resources.

LABELING

General Requirements

As of July 1, 2003, mercury-added products described above cannot be offered for sale or use or distributed for promotional purposes unless they comply with the bill's labeling standards.

If a product contains one or more components, the limits apply to each component, rather than the entire product. The label on the product must identify the mercury-added component so that it may be removed.

Labels must be clearly visible before the sale and designed to last for the product's life. They must inform the buyer that mercury is present in the product and that it should not be disposed of until the mercury is removed and recycled or otherwise managed to ensure that it is not (1) mixed with other solid waste, (2) disposed of in a pollution abatement facility or septic system, or (3) discharged to the state's waters.

Starting July 1, 2003, anyone offering a mercury-added product for sale, use, or distribution must clearly advise the buyer in writing that the product contains mercury. This requirement applies to all transactions in which the buyer cannot see the package label or

product before purchasing it. Examples of such transactions are catalog, telephone, and online sales.

Specific Products

The manufacturer is generally responsible for meeting these requirements. But (1) in the case of large appliances displayed in stores, no package labeling is required; (2) no product labeling is required for mercury thermometers; (3) vehicle manufacturers can place a label on the vehicle door identifying the vehicle's mercury-added components rather than labeling them individually; (4) manufacturers of dental amalgam must comply with the best management practices developed by the commissioner rather than meeting the labeling requirements; (5) button batteries are not subject to the labeling requirements nor are products whose only mercury component is such batteries; and (6) manufacturers of over-the-counter medicines regulated by the Food and Drug Administration are also exempt from the requirements.

Alternative Compliance

A manufacturer can apply to the commissioner for an alternative way of meeting the labeling standards if (1) compliance with them is unfeasible or (2) the proposed alternative would be as effective in providing presale notification and instructions on proper disposal.

The manufacturer must document the justification for the alternative and the affected parties' capability to implement it. It must describe: (1) how the alternative ensures that buyers are aware of the product's mercury content before the purchase, (2) how the person discarding the product will learn how to properly dispose of it, and (3) the performance measures the manufacturer will use to demonstrate that the alternative is providing effective notice.

The commissioner can approve or otherwise act on the application. He must consult with other states, Canadian provinces, and regional organizations before granting an approval to avoid conflicts. An approval is valid for up to two years but the commissioner can revoke it for cause. It may be renewed if the above criteria are still being met and the manufacturer complies with the conditions under which it was

approved. Requests for renewal must be submitted at least 90 days before the approval expires.

Before the commissioner can issue an exemption, the manufacturer must give public notice of the exemption request, publish a newspaper notice, and send the commissioner a copy of the notice. The commissioner must allow a comment period of at least 30 days.

DISPOSAL

The bill bars, starting July 1, 2003, the knowing (1) disposal of mercury-added products or components other than by recycling or disposal in accordance with relevant state and federal law, and (2) discharging, except in compliance with all applicable laws, mercury into the state's waters, a pollution abatement facility, or septic system.

Solid waste facilities must: (1) post notices of the prohibition on disposing or incinerating mercury-added products; (2) give written notice of the prohibition in contracts or to the municipalities the facility serves, as often as the commissioner requires; and (3) implement a DEP-approved plan to monitor incoming waste to detect such products. A facility does not violate these provisions if it unknowingly receives a mercury-added product or component.

Solid waste facilities and related businesses must remove these products (other than lamps used for back lighting and displays) before crushing or shredding them or processing them for disposal or reuse.

The provisions do not apply to cosmetic or pharmaceutical products subject FDA regulation.

COLLECTION SYSTEM

Plan

Starting two years after DEP adopts a universal waste rule under federal law, the bill prohibits offering any mercury-added products for sale or use unless their manufacturers have a DEP-approved plan for their collection. (The universal waste rule covers lamps and various other specific products.) The manufacturer can develop the plan on its

own or with others. The commissioner must encourage manufacturers, in developing their plans, to use or expand existing collection and recycling mechanisms where feasible and cost-effective. If a manufacturer chooses not to use these mechanisms, the plan must include the reasons why.

Implementation

The manufacturer or entity submitting the plan on its behalf must implement it within one year of the commissioner's approval of the plan. If the product is a component of another product, the system must provide for the removal and collection of the mercury-added component or the collection of the component and the product containing it.

The collection system must include:

- 1. an educational component to inform the public about the program's purpose and how to participate in it,
- 2. a targeted capture rate for components or products,
- 3. an implementation and financing plan,
- 4. documentation of the willingness of all of the systems' participants to implement the system,
- 5. a description of the measures the manufacturer will use and report to demonstrate that the system meets the capture rate and other performance indicators specified by the commissioner,
- 6. a description of additional or alternative measures that will be used if the program targets are not met, and
- 7. a recycling or disposal plan.

The manufacturer must pay the costs of the system.

Report

Two years after the manufacturer implements the plan, and every two years thereafter, the manufacturer or entity that submitted the plan must report to the commissioner on its effectiveness. The report must estimate the amount of mercury collected, the capture rate, the results of other performance measures included in the plan, and other information the commissioner requires. The commissioner must make the reports available to the public.

PUBLIC EDUCATION PROGRAM

The bill allows the commissioner, in consultation with other agencies, to develop a comprehensive education, outreach, and assistance program. The audience for this program is businesses (including manufacturers, waste generators, and others), solid waste management agencies and related entities, institutions, households, and other interested groups. The program may focus on: (1) the hazards of mercury; (2) the responsibilities of businesses, institutions, and individuals under the bill; and (3) voluntary efforts they can undertake to help the environment.

The commissioner, in conjunction with manufacturers and other affected businesses, may promote the program's development and implementation. He may develop an awards program to recognize the accomplishments of entities that exceed the bill's requirements and excel at reducing or eliminating mercury emissions or releases.

The commissioner must publish guidelines, which are not regulations, for best management practices for dental offices and laboratories.

REGIONAL CLEARINGHOUSE

The bill allows the commissioner to participate in a regional clearinghouse to help implement the bill and to coordinate various specific tasks it mandates. The clearinghouse may also maintain a list of all products containing mercury, a file on all exemptions granted by the participating states, notification requirements by manufacturers, and a file of their reports on the effectiveness of their collection systems.

REPORT

The bill requires the commissioner, in consultation with the New England Governors/Eastern Canadian Premiers Environment Committee, to review the effectiveness of the bill by July 1, 2005. The review must evaluate the effectiveness of the collection system described above and determine whether additional state authority or targeted capture rates are needed to improve the systems. He must evaluate the need for additional incentives for manufacturers of products with less than 10 milligrams to reduce their mercury content. He must report to the governor and legislature on the review, and his report may include recommendations for improving the programs.

DAS PURCHASING

The bill requires DAS, by July 1, 2002, to revise its purchasing policies, rules, and procedures to give preference to products that are mercury-free, unless there are no economically feasible alternatives that perform a similar function or produce a product of similar quality. If mercury-free products are not available, DAS must give preference to products that contain the least amount of mercury needed for the required performance. The DAS commissioner must specify no- and low-mercury products, as applicable, in bid documents.

The bill allows the DAS commissioner to give a price preference of up to 10% for products that contain no or less mercury. This provision also applies to other state agencies using state funds. The bill also requires agencies to give preference to energy-efficient lamps. To the maximum extent practicable, the lamps must contain the lowest total mercury per lumen hour available. (A lumen is the measure of illumination.) The state must, to the maximum extent practicable, recycle spent lamps.

COMMITTEE ACTION

Environment Committee

Joint Favorable Substitute Yea 26 Nay 2